

California State Multi-Hazard Mitigation Plan Revision Project

Progress Report Summary

January 25, 2007

Overview

The California Governor's Office of Emergency Services (OES) has contracted with the California Polytechnic State University (Cal Poly) to update and revise its FEMA-approved State Multi-Hazard Mitigation Plan (Mitigation Plan) published in November 2004. Work is being undertaken through the Cal Poly Corporation, which administers grants on behalf of the University, under a \$762,894 contract executed in mid-October 2006.

OES has sought help from the Cal Poly City and Regional Planning Department to prepare revisions to the existing plan because state and federally declared disasters frequently draw staff away to emergencies in California and elsewhere. Cal Poly is preparing to address in the revised plan a variety of new condition, laws, and programs encountered since the current plan was approved in 2004. Examples of new topics include:

- Global warming and climate change
- Tsunami mitigation and preparedness
- Bay Area Delta regional levee failure potential and related land use policies.

Additionally, Cal Poly is revising the Mitigation Plan so it can be approved by FEMA as an "enhanced" plan, making California eligible for additional money under the Stafford Act following future disasters. An "enhanced" state multi-hazard mitigation plan would qualify California for Hazard Mitigation Grant Program (HMGP) project funds of up to 20% of a total federally declared disaster authorization, depending on the size of losses (20% for \$10+ billion; 15% for losses from \$2 - 10 billion; 7½% for losses under \$2 billion). In order to be approved by FEMA as an "enhanced plan" the revised Hazard Mitigation Plan must clearly describe California's system and strategy for tracking HMGP projects and demonstrate that OES is capably managing these in relation to Mitigation Plan goals.

Plan Goals, Needs, and Mechanisms

The existing Mitigation Plan has over 320 pages. Altogether the Mitigation Plan has approximately 600 pages, if multiple appendices are included. To be more usable it needs to be reduced in bulk and made more readable. Therefore, near-term objectives and priorities for this work include:

1. Preparing an action-oriented enhanced plan which meets FEMA guidance;
2. Prioritizing mitigation issues within the state (cross-agency);
3. Developing a model for an ongoing local/state mitigation planning relationship; and
4. Reducing the bulk of the plan document to make it easier to use.

OES has created a Hazard Mitigation Web Portal to serve as a mechanism to help meet such needs and objectives. The Web Portal features collection, storage, and provision of hazard mitigation information accessible by program, function, geography, plan status, and hazard type.

The revised plan will feature a new chapter outline reorganizing content of the FEMA approved Mitigation Plan into a new, more readable pattern. The reorganized outline (attached) places the heart of the Plan—its goals, objectives, strategies, and actions—early in the text for reader interest and convenience, followed by a consolidated statewide hazard assessment, and a review of Local Hazard Mitigation Plans in California. Most important for qualifying the revised Mitigation Plan for "enhanced plan" status will be a detailed description of OES HMGP project management capabilities and implementation practices.

Important needs being met through this revision include:

1. Creating a more vital, action-oriented plan capable of serving as a living document through increased reliance upon electronic communication which can track changes in institutional, economic and physical environments and policy;
2. Clarification of key issues, goals, and objectives;
3. Strengthening the linkage between mitigation and preparedness;
4. Establishing an effective linkage between state and local plans.

Collaborative, Proactive Approach

An overall goal of this plan revision is to help institutionalize mitigation-preparedness planning and activities across the boundaries of state agencies, local governments, industry groups, and community groups as well as the general public. Because the state government is so large, plan update and revision involves writing across agency boundaries with editorial direction from OES. Nearly 40 staff representatives from other state agencies, known as the State Hazard Mitigation Team (SHMT), are providing general guidance for upgraded plan content. Questionnaires to update plan content were distributed at the October 26, 2006, SHMT meeting, to be returned by a deadline of December 15, 2006.

About one-third of the agency responses were received on time, with most of the remaining two-thirds received by an extended deadline of January 15, 2007, while some were still outstanding. From this response, a variety of new mitigation laws, policies, programs, and actions have been identified for inclusion, as appropriate, in the administrative draft of the revised Plan to go out for agency comment at the end of March.

OES also recognizes the need to energize effective mitigation actions at the local level. The effort to link the Mitigation Plan with Local Hazard Mitigation Plans (LHMPs) moves OES directly toward addressing mitigation involving development planning and infrastructure management, including land use, construction, and capital improvements.

Statewide GIS Hazards Assessment

Cal Poly and OES are jointly preparing a systematic statewide hazard, vulnerability, and risk analysis using GIS modeling. This will provide for the first time county-level analyses of major hazards (e.g., earthquake, fire, flood, tsunami), together with related multi-hazard vulnerability and risk assessments. The analyses will identify both graphically and statistically each type of major type of hazard and the areas of California most affected by them.

This GIS hazards analysis will establish a systematic method for conducting more refined analyses for future revisions of the State Hazard Mitigation Plan, the next of which will be in 2010. Use of the county level of analysis is consistent with OES reliance on counties as Operational Areas for emergency preparedness and response. County level risk assessments will provide benchmarks for preparation of more comprehensive Local Hazard Mitigation Plans which better guide future Hazard Mitigation Grant Program (HMGP) projects in communities.

Schedules and Deadlines

The key objective of project work being undertaken by Cal Poly will be to prepare a circulation draft revised Enhanced Mitigation Plan by July 2007 and a final manuscript by October 2007. Intermediate deadlines established to accomplish this objective include the following:

- March 30, 2007 – release of an administrative draft of the revised Mitigation Plan for preliminary FEMA, state and local agency review;
- June 30, 2007 – release of a Draft Enhanced Mitigation Plan for public review and FEMA approval;
- October 8, 2007 – release of FEMA approved Enhanced Mitigation Plan.

Using project milestones identified on Figure 1 as a general guide, overall the project can be said to have been about 30% complete as the end of December 2006. By the end of March 2007 it is expected to be approximately 60% complete. However, the project is currently somewhat behind schedule in meeting the interim March 30 deadline which was established in August 2006 at a time when contract execution was expected to take place in mid-September. An additional challenge has been the delayed responses from state agencies providing new content for the plan revision.

By the end of March 2007 Cal Poly expects to have completed an administrative draft covering an estimated 80-90% of the revised plan content. Copies will be distributed to state agencies at the March 29, 2007, State Hazard Mitigation Team (SHMT) meeting for review and comment from April through June. A brief description and schedule for eight project work tasks is shown below in Figure 1.

General Schedule and Milestones

January 2007

January 25, 2007 I→

Tasks and Milestones	Sept.- Dec. 2006*	Jan.- Mar. 2007	Apr.- June 2007	July- Sept. 2007	Oct. 2007
1. Liaison with state and federal agencies – Conduct meetings with OES, other state agency, and FEMA representatives to assure full communication regarding work objectives, criteria, and product content.	■ <u>Status:</u> On time	■ I→	■	■	
2. Assess 2004 Mitigation Plan content – Review of California's FEMA-approved Plan to determine the level to which FEMA enhanced plan guidance is met, and to identify measures needed to upgrade Plan content to comply with emerging FEMA guidance criteria.	■ <u>Status:</u> Agency responses behind schedule	■ I→			
3. Assess local hazard mitigation plans - Examine and assess local hazard mitigation plans to determine relationships with the Plan and with local general plan safety elements.	■ <u>Status:</u> On time	■ I→			
4. Outreach to local government/professional associations - Conduct an outreach effort to COGs, regional special districts, major utilities, key counties and cities, and professional associations to identify linkages between the Plan and local hazard mitigation planning.	■ <u>Status:</u> On time	■ I→			
5. Outreach to business and industry groups* – Conduct an outreach effort to business and industry groups, such as the California Chamber of Commerce, California Association of Realtors, and other statewide groups involved with local land use and development practices to identify best practices.	■ <u>Status:</u> On time	■ I→			
6. Formulate mitigation-preparedness model* - Investigate and establish best practice linkages between the enhanced Mitigation Plan, LHMPs, and preparedness.	■ <u>Status:</u> On time	■ I→			
7. Prepare revised Enhanced Mitigation Plan – Prepare an administrative draft Enhanced Mitigation Plan for review and comment by FEMA and other groups identified in previous tasks, and a Final FEMA approved Enhanced Mitigation Plan manuscript		■ I→	■	■	■
8. Prepare summary materials for general public information - Prepare a Draft Enhanced Mitigation Plan Summary for release along with the draft full text Enhanced Mitigation Plan for general distribution to and feedback from the general public through the Mitigation Web Portal, and a final Enhanced Mitigation Plan Summary and Full Text for publication following FEMA approval.			■		■

* Contract execution date: Oct. 13, 2007

PLAN CHAPTER OUTLINE (1-25-07)

I. PLAN SUMMARY (Illustrated separate publication for all users - 33 pp.)

II. ENHANCED MULTI-HAZARD MITIGATION PLAN

(Specialized users: FEMA, State, local, selected private sector – 100 pp. max.)

Existing and New Chapters/Segments

Existing Chapter in 2004 Plan

PART A. OVERVIEW

1. Planning Process

- Plan Update Procedure
- Adoption by the State
- How to Use This Plan
 - State Agency Users
 - Local Agency Users
 - Private Sector Users

Chapter 1

2. Legal, Institutional and Policy Framework

New

3. State Mitigation Strategy

Chapter 9

PART B. RISK ASSESSMENT

4. State Profile

Chapter 3

5. Assessing Risk

a. Statewide Hazards, Vulnerability, Risks

- Earthquake and geologic
- Wildfire
- Flood, includes Levee failure
- Tsunami
- Landslide?
- Other Hazards - Significant, Less Significant

Chapters 4, 5, 6

(Ch. 4)

(Ch. 5)

(Ch. 6)

New

New

Chapters 7 & 8

b. Local Hazards, Vulnerability, Risks

- Earthquake, Wildfire, Flood, Tsunami, Landslide?
- Other - Significant, Less Significant

New

c. Long-term Climate Change Impacts

New

6. Estimating Potential Losses of State Facilities

Chapter 14

PART C. MITIGATION AWARENESS AND LOCAL PLANNING

7. Mitigation Education and Awareness

Chapter 11

8. Local Hazard Mitigation Plans

New

9. Local Mitigation Planning Coordination, Including Integration with State Mitigation Efforts

Chapter 9

PART D. ENHANCED PLAN

10. Funding Sources/ Financial Considerations

Chapter 10

11. Enhanced Plan Status—Criteria, Achievements, Program

New

12. Monitoring, Evaluating, and Updating the Plan

Chapter 13

III. APPENDICES (300 pp. max.—some on Web?—for highly specialized users) – reorganize